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ABSTRACT

This report summarizes findings and recommendations from Comprehensive Employment and Training Act (CETA) research, demonstrations, and evaluation conducted in FY 1980-81. Chapter 1 presents research, experimentation, and demonstration study findings for projects completed February 1980 through June 1981. Findings are grouped into three categories: economic and social issues, improvement of the employment and training system, and problems of the hard to employ. Chapter 2 contains the Employment and Training Administration (ETA) research and development plan for FY 1982, organized under four broad focuses: labor market trends and impacts, labor and the economy, training, and program improvement. Chapter 3 summarizes major findings of program evaluation studies completed from February 1980 through June 1981. The most significant new reports provide the first formal estimates of the net effects of CETA programs on participants' post-program earnings, and information on the post-program economic impact of the Job Corps program on its participants and that program's cost-benefit experience. Chapter 4 presents the ETA Evaluation Plan for FY 1982 with major emphases on effects of training programs, cost-effectiveness analyses, and new ETA initiatives. The appendix contains an annotated listing of Department of Labor research, demonstration, and evaluation projects completed February 1980 through June 1981. (YLB)

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U.S. Department of Labor
Raymond J. Donovan, Secretary

Employment and Training Administration

A report on findings from research and evaluation activities conducted in fiscal 1980-81 and plans for fiscal 1982 by the Employment and Training Administration to fulfill requirements in title III, part B, sections 313(d) and (e) and 127(g) of the Comprehensive Employment and Training Act of 1973, as amended.

EMPLOYMENT AND TRAINING EVALUATION REPORT

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Seymour Brandwein, Bonnie Coe, and John Fischer drafted major sections of the Report, and Anne Leslie and Jeanette Johnson typed the manuscript. The senior staff of OPER guided the development of the Report and reviewed the draft material.

INTRODUCTION

The Secretary of Labor is required to submit to Congress an annual evaluation plan, specifying major themes for planned research, demonstrations and evaluation, and an annual evaluation report summarizing major findings and recommendations. 1/ The 1980 report, which was included in the 1980 Employment and Training Report of the President, summarized study findings for the period October 1979 through January 1980. This report covers the period from February 1980 through June 1981. Interim findings from some ongoing projects not summarized in the previous report are also included.

It is important to note that research, demonstration and evaluation are continuing and evolving activities, generally including both short- and long-term objectives. This report represents a section of the continuum--a snapshot of some findings, some of which are portions of continuing long-term endeavors, and many of which were originally conceived and planned several years ago.

Research and evaluation projects focus on particular aspects of policy-sensitive issues and, therefore, no one project can be expected to provide the definitive answer to the complex questions that confront policy officials. Further, the context in which a study is conducted is complex, and changes in any of several related areas (e.g., macro-economic, budget levels, program design, etc.) can significantly influence the applicability of specific findings to issues of current concern. Before broadly applying these summary findings, therefore, the final report on the project should be reviewed.

Finally, it is emphasized that study findings and conclusions summarized in this report are those of the researchers and evaluators and do not necessarily represent the views of the Department of Labor.

1/ This report responds to the reporting requirement in title III, part B, sections 313(d) and (e) of the Comprehensive Employment and Training Act (CETA).

CETA OVERVIEW

The Comprehensive Employment and Training Act (CETA) is designed to provide training and employment opportunities for economically disadvantaged, unemployed and underemployed persons to enable them to secure self-sustaining, unsubsidized employment. Under its several titles, CETA authorizes an array of activities that are planned and operated by State and local governments, subject to Federal oversight.

Prime sponsors, generally State and local governments with populations of 100,000 or more persons, are responsible for assessing local requirements, developing program activities designed to meet participants' needs, operating the programs directly or through contracts or subgrants with community-based organizations and private firms, and monitoring and evaluating programs. Services provided include classroom training, on-the-job training, work experience, public service employment, counseling, testing, job development, child care and other supportive assistance.

The CETA system has evolved over the years due to legislative changes and increases and changes in responsibility. In fiscal 1980, CETA outlays of $8.9 billion provided jobs and training for about 3.6 million persons.

CONTENT OF THIS REPORT

This report is organized into four chapters and an appendix. Chapter 1 presents research, experimentation and demonstration study findings for projects completed during the 17-month period of February, 1980 through June, 1981. The findings are grouped into three categories: (1) economic and social issues, (2) improvement of the employment and training system, and (3) problems of the hard to employ.

Chapter 2 contains the ETA research and development plan for fiscal year 1982, organized under four broad topics: (1) labor market trends and impacts, (2) labor and the economy, (3) training, and (4) program improvement.

Chapter 3 summarizes major findings of program evaluation studies completed during the period of February 1980 through June 1981. The most significant new reports provide: a) the first formal estimates of the net effects of CETA programs on participants' post-program earnings, and b) information on the post-program economic impact of the Job Corps program on its participants and that program's cost-benefit experience.

Chapter 4 presents the ETA Evaluation Plan for fiscal 1982, including a description of the major work in progress in fiscal 1981 that will be continuing. Evaluation efforts will focus on four broad categories: 1) effects of training programs, 2) cost-effectiveness analysis, 3) private sector involvement, and 4) other new Administration initiatives.

Finally, the Appendix contains an annotated listing of Department of Labor research, demonstration and evaluation projects completed from February 1980 through June 1981.

RESEARCH, EXPERIMENTATION, AND DEMONSTRATION STUDY FINDINGS

The 1980 Employment and Training Evaluation Report--published in the 1980 Employment and Training Report of the President--summarized research, experimentation, and demonstration findings for the period October 1979 through January 1980. This report highlights the findings of projects completed from February 1980 through approximately June 1981. Interim findings from some ongoing projects not summarized in the previous report are also included. The study findings are grouped into three categories: 1) economic and social issues, 2) improvement of the employment and training system, and 3) problems of the hard to employ.

Economic and Social Issues

Many current research efforts address an array of labor market issues rather than specific program concerns. Although findings from such efforts often have significant policy implications, they also add to the general body of knowledge about the mechanisms and processes that directly or indirectly affect employment.

The National Longitudinal Surveys

One major long-term study (originated in 1966), the National Longitudinal Surveys of Labor Force Behavior (NLS) 2/, provides information on employment-related experiences of cohorts of youth, women, and older men. As a longitudinal study, it has predictive value and can be effective in pinpointing when and how socioeconomic problems arise.

Until 1979, when a new youth cohort was added, the surveys were based on four samples of 5,000 persons each, representing subsets of the population at critical transition stages in working life. The population samples were selected to permit valid analyses and comparisons among selected racial groups.

2/ "National Longitudinal Surveys of Labor Force Behavior," conducted by the Ohio State University Center for Human Resource Research (Columbus, Ohio) and Bureau of the Census.

In 1979, the Employment and Training Administration began supporting a new NLS cohort consisting of over 12,000 young men and women aged 14 to 21. The survey aims to (1) analyze the impact of a changing socioeconomic environment on the educational and labor market experiences of youth by comparing data from the new youth cohort with those yielded by earlier NLS samples of young men and young women, (2) more effectively explore the economic, social, and psychological factors responsible for variations in youth labor force behavior, and (3) assess various types of public programs that are designed to improve the employment experience of youth.

The third round of interviews with the new youth cohort is underway. A report on the 1979 interviews 3/ includes the following findings:

- American youth are very interested in work, with the vast majority of the young people either working or looking for jobs.

- About one-fifth of all young people, both black and white, and particularly those aged 14 to 17, are willing to take jobs at subminimum wages.

- The labor market situation for youth may be somewhat different than previously thought. For youth aged 16 to 21, the NLS reported unemployment rates 35 percent higher than the Current Population Survey (CPS). 4/ NLS also reported labor force participation rates 18 percent higher and employment-to-population ratios 11 percent higher than CPS. According to the NLS, youths' overall labor force participation rates was 71 percent, the unemployment rates was 19 percent, and the employment/population ratio was 57 percent. The differences between youths' employment status reported in the NLS and CPS were concentrated among the youth aged 16 and 17, among minority youth, and among those whose major activity in the survey week was school.

3/ Michael E. Borus, Editor, "Pathways to the Future: A Report on the National Longitudinal Survey of Youth Labor Market Experience in 1979" (Columbus, Ohio: Center for Human Resource Research, Ohio State University, May 1981).

4/ Responses to the NLS were from the youth themselves, in the CPS, the respondent is any adult in the household, often the youth's parent. Note, however, that it has not been firmly established that the difference in respondents accounts for the difference in the labor force measures.

- Over half of all youth work part-time, with nearly one-third working less than 20 hours per week. As expected, part-time employment is concentrated among students.

- Over 50 percent of 16-to-19-year olds felt that they had been prevented from obtaining a good job because of their age.

- Fifteen percent of white 18-to-21-year-olds do not finish high school compared to 25 percent of black youth and 35 percent of Hispanic youth. Dropouts were about two-and-a-half times more likely than graduates not to have worked in 1978.

- By the time they leave adolescence, 42 percent of black youth have participated in some sort of government employment and training program. The vast majority of all youth participants expressed satisfaction with the programs and felt that they improved their chances of good employment.

A draft preliminary report on the 1980 interviews of youth 5/ includes the following tentative findings, based primarily on cross-tabulations:

- Active labor force participation and high unemployment continue to characterize the youth labor market, with the problems of unemployment remaining especially acute for younger and minority youth.

- Youth whose family income in 1979 was below the poverty level 6/ tended to have lower educational attainment; to be more prone to health problems which prevented or limited the amount of work they could do; to be separated, widowed, or divorced; to be unemployed or out of the labor force; and to have children.

- Poor youth and those from lower socioeconomic backgrounds attend schools with higher student-teacher and student-counselor ratios, and thus may receive less individualized instruction. They are also more likely not to complete high school.

5/ Ibid., Vol. II.

6/ The definition for poverty is in accordance with the Office of Management and Budget guidelines. In 1980, the poverty level for a nonfarm family of four established by OMB was $7,450.

- Regarding crime and delinquency, the NLS data show very small differences along income and ethnic lines on reported level of involvement in delinquent activity and in probability of contact with the police. However, minority youth and poor youth are more likely to be charged with certain offenses.

Other NLS-Related Reports. A number of other reports were prepared during the period covered by this report that analyze data from the NLS.

One report shows the trends and social and economic consequences of early childbearing in recent years. 7/ The report uses two NLS data sets, young women originally interviewed in 1968, and young women originally interviewed in 1979. Among the report's findings are the following:

- Non-college-bound young women in the 1979 cohort had a greater probability of having a child while still in high school or soon after dropping out of high school than their non-college-bound counterparts in the 1968 cohort. For white young women who left high school before completing the 12th year, the percent who had a first child more than doubled from 2.6 to 5.5 percent. For black young women, the percentages also doubled, rising from 14 percent in 1968 to 29 percent in 1979;

- Young mothers, both black and white, were much more likely to remain in school in 1979 than were their counterparts in 1968; and

- In the 1979 cohort, most of the young women--both mothers and nonmothers--anticipated that they would be employed when they reached age 35. In contrast, only a few of the young women in the 1968 cohort anticipated future employment. In general, the young mothers had the greatest employment expectations, although other studies indicate that they are actually more likely to be jobless in the future.

A draft report on the employment and related experiences of the NLS cohort of young men (ages 14 to 24 when first interviewed in 1966) 8/ during the period of 1966 to 1976, offers the following findings:

7/ Frank L. Mott and Nan L. Maxwell, "The Early Fertility Behavior of Non-College-Bound Youth: Trends and Consequences" (Columbus, Ohio: Ohio State University, April 1981).

8/ Stephen Hills, et. al., draft report "Career Thresholds: Ten Years of Labor Market Experience for Young Men" (Columbus, Ohio: Ohio State University: Center for Human Resource Research, October 1980).

- Over the 10-year period, the hourly earnings of blacks relative to whites increased significantly. However, at the same time, their relative likelihood of being unemployed remained unchanged;

- The earnings of young men with college degrees declined relative to the earnings of high school graduates over the period 1971 to 1976. Further, particularly for college graduates, skills obtained often significantly exceeded the skill requirements of jobs obtained. This was not true, however, for men with more than 16 years of schooling (graduate level schooling). Their earnings generally did not decline relative to the earnings of high school graduates;

- For young men, some short-term unemployment in the immediate school-to-work transition period was associated with positive effects on earnings several years later; and

- Training has had positive returns. For young men, ages 24 to 34, a year of training resulted in a 4 percent rise in 1976 hourly earnings. (In comparison, an additional year of schooling was associated with a 6 percent increase in hourly earnings, and an additional year of work meant a 2 percent increase.) Training was also related to more stable employment. Returns of training varied considerably by type. For example, each year of company training completed raised 1976 earnings by 21 percent; training received through regular school, (e.g., vocational education) had an 8 percent return; but no significant return for training offered through proprietary schools could be isolated. In addition, there were racial differences in the returns on training. For blacks, managerial or company training in general showed much higher returns than for whites.

A fact book presenting comprehensive data on the NLS cohort of men who were 45 to 59 years of age in 1966 9/, covering years when many of these men faced retirement, offers insight into how retirement affects American men. The report also provides detailed information on the education, job training experience, military service, health, work history, income and assets, and job attitudes and satisfaction of the cohort of 45-to-50-year-old men.

9/ Herbert S. Parnes, Lawrence Less, Gilbert Nestel, "Work and Retirement Data: National Longitudinal Surveys of Middle-aged and Older Men" (Columbus, Ohio: Ohio State University, October 1980).

Metropolitan Labor Markets

A study 10/ assessed the extent to which changes in the industrial structure of metropolitan economies are altering the chances of different groups to find and hold jobs. Among the findings were:

- Service industries tend to develop a large number of low status jobs and a smaller number of professional, technical and managerial jobs, usually requiring special educational qualifications; and
- Competition is forcing large maunfacturers to pay greater attention to labor costs and this often translates into increased automation of production and a sharper division between well paid plant managers, engineers and technicians and low-wage, low-skill factory workers.

Employment Discrimination

A study 11/ assessed employment discrimination in the United States through a detailed examination of the workings of the economy in two metropolitan areas, Boston and Houston, and two industrial sectors, health care and electrical and electronics manufacturing in these cities for the periods 1965 to 1970 and 1970 to 1975. Among the findings were:

- Because of differences in economic base, political culture and social structure, public sector employment policies should be tailored to local circumstances; and
- Policymakers should focus their attention on the hierarchy of wage and occupational structure in United States industry. In geographic locations and industries nationwide, blacks and women remain underrepresented in the high wage sectors.

Undocumented Workers

A recently completed project used government records to trace the post-apprehension job status, payment of taxes, and use of unemployment insurance of a group of 580 undocumented workers apprehended in 1975. 12/ Among the findings were:

10/ "Metropolitan Labor Markets in Transition: A Study of Seven SMSA's," Columbia University, Grant No.: 21-36-78-33.

11/ "Equal Employment Opportunity: A Comparative Micro Analysis of Boston and Houston," Columbia University, Grant No.: 21-36-77-21.

12/ "Government Records: What They Tell Us About the Role of Illegal Immigrants in the Labor Market and In Income Transfer Programs," New TransCentury Foundation, 1981, Grant No.: 21-11-80-13.

- Undocumented workers have a high rate of return to the U.S. labor market after their apprehension. For example, of 192 persons studied in California, 77 percent subsequently had earnings recorded in California State files;

- Undocumented workers have a high rate of filing for unemployment insurance benefits. Forty-nine percent of those studied in California filed for and 35 percent received unemployment insurance benefits; and

- Of the 580 persons studied, 49 had become permanent resident aliens and only four had become citizens by 1980.

Temporary Foreign Labor

A project 13/ interviewed employers and industry experts to identify reasons why some apple growers in areas using temporary foreign apple harvest workers were able to complete their harvest without such workers. The study concluded that growers not using temporary foreign workers face unique circumstances and that there is little prospect of widening the use of domestic workers at current production and price levels. Growers not using temporary foreign workers tend to "cream" the available domestic labor force, sometimes offering attractive pay, fringe benefits, housing and food, and improved orchard management practices. Smaller firms not using foreign temporary workers tended to emphasize close personal relationships between the grower and individual workers. Other small firms structured their harvest operations to use local students and youth, factory shift workers, women, retirees, and persons with alcohol disabilities. Some increase in domestic labor usage might result from programs designed to upgrade the labor market knowledge of growers and crew leaders; develop effective labor market intermediation mechanisms separate from enforcement mechanisms; and control illegal immigrants.

13/ "An Assessment of Factors Affecting Employment of Temporary Foreign Labor in the East Coast Apple Harvest," Dr. James S. Holt, Contract No.: 20-51-79-39.

Career Patterns of Women and Minorities
In Federal Employment

A study 14/ analyzed a one-percent sample of Federal civilian employee records to assess the patterns of income inequality by sex and minority status among blue-collar workers to discover the effects of education and training on salaries of Federal civil servants and to compare patterns of pay structures of the various groups over time. Among the principal findings of the study were:

- That there is consistent and considerable salary inequality by race and sex for both white-collar and blue-collar workers; and
- That education, experience, and job training have positive effects on the careers of civil servants, although these effects vary by minority status, sex, and length of time in career.

Retirement

One study 15/ focused on the retirement experiences of individuals who retired between 1968 and 1978 from three large American corporations. The study compared the retirement experiences of non-supervisory personnel to those from an earlier study of managerial, professional and technical workers from the same corporations.

Respondents from the survey of non-supervisory personnel reported that 24 percent retired because of mandatory retirement policies of their companies. The remainder retired before reaching the mandatory age for the following reasons: 34 percent could afford to retire; 18 percent cited health factors; 24 percent cited work pressures; and 34 percent felt that they had worked long enough.

Economic Developments and Tourism

In cooperation with the Economic Development Administration, the Employment and Training Administration sponsored a study 16/ of how planned increases in tourism trade could help

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14/ "Schooling, Training and Patterns of Occupational Change Among Career Civil Servants, 1963-1977," University of Virginia, Interagency Agreement, A20-11-79-32.

15/ "Retirement Experience of Non-Supervisory Personnel: A Study of Three Large Corporations," Columbia University. Grant No.: 21-36-79-25.

16/ "Creating Economic Growth and Jobs Through Travel and Tourism," and "A Study of the Potential for Economic Development in the Travel and Tourism Industry to Provide New Employment Opportunities for the Chronically Unemployed," University of West Virginia, Contract No.: 20-11-78-24.

reduce chronic unemployment in rural West Virginia. The project surveyed the available labor force and developed estimates of training needs. It designed and tested guidelines for planned economic development in the travel and tourism industry at both the community and regional levels.

The study sought to determine the location, size, demographic characteristics, and employability of the underemployed rural population, and the numbers and location of existing or potential tourism jobs. The project designed, tested and evaluated an information network that matched labor supply with demand and produced a handbook that includes detailed discussions of "inputs" for planning and strategy decisionmaking, assessing resources, measuring the business and legal environments, estimating market potential, and designing and implementing a travel and tourism market strategy.

Improving the Employment and Training System

A major part of ETA's research and development program focuses on questions that have a direct bearing on employment and training programs. These studies may address program design and management, performance measurement, and other operational concerns.

Comprehensive Employment and Training Act

During the period covered by this report, several studies have been completed that examine various aspects of the CETA program. These are briefly summarized below.

Improved Participant's Performance Measures. One important issue in training and employment programs is the assessment of program participants' employment competencies. One study 17/ examined prime sponsors' experience with "benchmarking" the work experience and training progress of CETA youth program participants. The review concluded that most CETA sponsors had elements of a benchmarking system in place, but specific practices vary widely. The study, which examined the conceptual framework, existing practices, issues, and implications for CETA, indicates that benchmarking represents an important concept for assisting youth employability development.

17/ Syracuse Research Corporation, Benchmarking: A State-of-the Art Review (vol. 1, Executive Summary; vol. II, Concepts, Practices, Issues and Implications; and vol. III, Seminar Proceedings, Site Visit Reports and Annotated Bibliography), Contract No.: 28-36-80-03.

Economic Development Initiative. A number of studies have been designed to examine linkages between employment and training programs and economic development. One project 18/, first described in the 1980 Employment and Training Evaluation Report, studied innovative rural job creation and provided examples of how local prime sponsors have coordinated their employment programs with local economic development to expand employment in the private sector.

To apply the lessons learned from the original research, technical assistance and training materials were developed. These include a trainers' manual (or curriculum guide), a resource manual providing additional background information, and an abbreviated version of the original project report.

The Private Sector Initiative Program (PSIP) supported a complementary study that focused on urban economic development and job creation. 19/ This project included a survey of 80 U.S. cities to identify those most effectively linking economic development with employment and training programs. Fifteen such cities were selected for further on-site study.

The study found that increasing the business community's confidence in the local programs was essential to successful coordination. The researchers recommended that, ideally, a sense of service to business should pervade the local program office. The cities studied used a variety of innovative techniques to improve program attractiveness to the private sector. They found ways to assist private firms, particularly the smaller ones, through technical, management, and personnel assistance. They set up business "ombudsman" programs that provide a variety of services, from arranging for the repair of pot-holes to assistance in obtaining city licenses and handling complaints. They conducted training, retraining and upgrading programs tailored to specific employers' labor needs. In a few cases, they even provided entrepreneurial training to teach clients how to start their own businesses.

18/ Lee Bruno and L.M. Wright, A Study of Innovative Rural Job Creation: CETA Links with Economic Development (Arlington, Virginia: CSR, Inc., 1980). Contract No.: 20-51-79-12.

19/ Joseph V. Fischer and Robin Erdman, CETA and Economic Development Program Coordination: A Guide for Local Officials and Administrators (Washington, D.C.: National Council on Urban Economic Development, 1981). Grant No.: 21-11-80-17.

In summary, the study demonstrated that employment and training programs' contribution to the urban development process depends on the willingness and ability of local leaders to use all their resources, including employment and training, to bring about urban revival.

Another study 20/ focused on exemplary uses of employment and training programs by individual Indian reservation grantees and documented those programs or program elements transferable to or replicable by other reservations. Those programs deemed "exemplary" address common problem areas in a way that can be broadly applied to similar situations on other reservations.

An early phase of the study produced an interim report that discussed the unique problems of Indian economic development, documented innovative uses of program funds observed on the study sites, and highlighted a number of reservations whose programs were considered exemplary. The study also produced a series of handbooks to guide individual program staffs in their future activities.

Job Search Training Demonstrations. During the past several years, models of job search training (JST) for Work Incentive (WIN), CETA, and youth program enrollees have been tested. The models generally contain some or all of the following techniques: personal and occupational self-assessment; resume writing; confidence building through practice interviews; teaching of local employer/industry hiring practices, entry routes, wage and job conditions; training in the effective use of want ads, yellow pages and other sources of job leads; sharing of experiences and information; and, most important, supervised job search.

JST allows staff more efficiently to aid unemployed individuals to find jobs since the technique encourages self help and permits a staff member to work with a large number of job seekers at the same time.

A report 21/ on the state-of-the-art in job search training in WIN, CETA, Employment Service (ES), and Youth Programs indicated the following:

20/ "Study of CETA Plans and Reservation Economic Development," Urban and Rural Systems Associates, Contract No.: 20-06-78-07.

21/ "Job Search Training and Its Impact on Youth Job Seekers," Olympus Research Centers, Contract No.: 21-49-80-06.

- Job Search training--which spans a wide range of activities--is generally useful and relatively low cost;

- Unsubsidized programs conducted by Employment Service offices offer the best information on the local labor market and entry routes, but have the least-developed methods for group efforts; and

- Better staff training is clearly needed in labor market and job search realities as well as in group dynamics.

Under the same project, a Youth Job Search Training Demonstration developed and evaluated a two-day, nonstipended program to train inner-city youth to find jobs more effectively. The project, developed and operated jointly by the grantee and the California State Employment Development Department, significantly increased the speed of job finding and established that a short-term training program, offering no incentive payments, can produce changes in job seeking knowledge and behavior. Among the findings are:

- The participants who found jobs did so in one-half the time they would otherwise have required. Fifty percent of those participants who found jobs obtained them in an average of 13 days compared to an expected average time of 26 days;

- The major effects of the program emerged in the first 5 weeks after the training at which point 44 percent of the participants had found jobs compared to only 21 percent of a comparison group;

- Based on the experience of the comparison group, many of the participants would have gradually found jobs without the training. However, 12 weeks after the program, 66 percent of all participants had found jobs compared to 49 percent of a comparison group.

- For a number of reasons the program experienced underenrollment. One factor was the absence of stipends--enrollment decreased when alternative programs that offered stipends were initiated.

- The project found that greater understanding is needed of how youths are hired. Although the project emphasized the importance of the interview in job finding, it also discovered that 50 percent of the youth who found jobs did so without encountering a formal interview; and

- The youth school-to-work transition was found to be far more volatile than originally believed. Although 80 percent of the youth were looking for full-time employment, it was found that 50 to 60 percent of them were in the process of shifting back and forth between school and work or were combining the two.

Administration of Public Service Employment

A number of studies were completed on the administration of Public Service Employment (PSE). One study 22/ examined the issues involved in subsidized employment within existing State and local civil service systems, as opposed to establishing separate personnel systems for them. The case studies revealed that, in general, local jurisdictions could modify their civil service systems to accommodate the PSE program, and, although a few small jurisdictions opted out, for the most part, local personnel systems adapted to PSE. As a rule, this adaptation required the modification of standard merit systems to accommodate the respective goals of merit systems and social programs. The study found that local government officials were pleased both with the work performed by the participants and with the overall employment and income goals of the program.

Another study 23/ developed a description of the administration and implementation of PSE in the rural South and the impact of the program on participants and the local communities. The following findings were among the conclusions:

- PSE participants included not only the unemployed but also many persons who previously had not been in the labor force.

- Much of the training consisted of teaching work orientation classes; with a few notable exceptions, training that provided specific occupational skills did not occur.

WIN and Welfare

Two studies involving work, welfare and the Work Incentive (WIN) program were completed during the period covered by this report. The first study examined factors associated with the achievement of economic independence of persons receiving unemployment insurance (UI) or Aid to Families with Dependent Children (AFDC). 24/ This study found that psychological orientations, as well as demographic characteristics, play a significant role in predicting economic independence of low-income, unemployed heads of households who receive welfare or Unemployment Insurance. There is no evidence from this study that either WIN mothers or WIN fathers enter welfare and leave work because they prefer welfare to work.

22/ "Issues Concerning Integration of Public Service Employment with State and Local Civil Service Structures," E.H. White and Company. Contract No.L 20-06-75-22

23/ "Public Service Employment in the Rural South," Cornell University, Grant No.: 21-36-78-37.

24/ "The Impact of Federal Security Programs on Work Incentives and Family Stability: A Comparative Look at Recipients of Welfare, WIN and Unemployed Compensation," Wooster Polytechnic Institute, Grant No.: 51-25-77-05.

The study found that the single strongest way of boosting expectations of economic success was to enable persons to experience success in the job market. Only among fathers receiving unemployment insurance was there some indication that the income support program temporarily lowered work effort.

The study found evidence that length of time on welfare influences the individuals' future ability to achieve economic independence. Time on welfare was strongly influenced by factors such as earnings potential, family size and educational attainment.

The study also examined the relationships between labor force status and familial disruption--a significant cause of income transfer dependence--and found that lack of employment was a significant cause of marital disruption. Length of unemployment was directly related to family disruption for UI fathers. The effect was indirect for WIN fathers, as the welfare experience itself contributed, in some cases, to family disruption.

The study also concluded that the WIN program had a small, positive effect on the achievement of economic independence of WIN mothers and a greater effect on fathers when it found jobs for them. In both cases, however, relatively few jobs were found through WIN.

The second study 25/ evaluated the results of an experiment in Massachusetts to assess the effects on AFDC recipiency and employment of assigning long-term unemployed fathers to a mandatory work experience program. The study included a controlled experiment to estimate the impacts of the work experience component. It also contained a process analysis focused on the program's administrative procedures, the flow of clients through the program, and on the relationship between program experience and what had been planned.

The study concluded that the work experience initiative did not reduce welfare payments among men over the period of study and, since it produced no benefits in terms of either greater work or lower welfare payments, it was not cost effective. The screening process did help clean the files of registrants who did not belong in WIN or on welfare, or who should have been receiving other WIN treatments. However,

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25/ "An Evaluation of the Massachusetts Work Experience Program," Brandeis University, Grant No.: 51-25-78-02.

the program encountered implementation difficulties including staff opposition, legal challenges, organizational problems, and difficulties in assignment and retention of clients in work experience sites.

Job Service

A major initiative to improve Job Service (JS) operations is the "Employment Services Demonstration Offices Program." 26/ Under this program, several JS local offices were selected as sites for experiments and demonstrations designed to cut costs and improve operations. These offices were provided limited funding to participate in the planning and operation of R&D projects. A major purpose of the program is to demonstrate that is is possible to quickly field test policy or program innovations before wider implementation is attempted.

Within a few weeks of the first site selection, it was necessary to develop and field test a new application procedure. The simplified, self-completed application form was designed to save staff time so that essential job matching services could be maintained in spite of projected budget cuts. Within 6 weeks, a team of national, regional, State and local office staff, with limited contractor assistance, developed and began testing the form. Results of the test will permit the National Office to make an early decision on wider implementation of the process.

Another effort to streamline JS operations was undertaken by the National Academy of Sciences (NAS). 27/ Using an interdisciplinary committee of experts, the NAS directed an intensive review of the development, content and uses of the Dictionary of Occupational Titles (DOT) which is produced periodically by the U.S. Employment Service (USES). Assessment data were collected through interview-survey techniques and analysis of documentary information. The NAS committee concluded that, while there is a need for the information provided by the DOT, the procedures and products required substantial improvements if they are to meet the national need for occupational information.

26/ "Employment Services Demonstration Offices Program," Urban Systems Research and Engineering, Inc., Contract No.: 20-24-80-27; Bloom Associates, Inc., Contract No.: 20-11-81-13; South Carolina Employment Security Commission, Grant No.: 21-45-81-18.

27/ "Work, Jobs, and Occupations: A Critical Review of the Dictionary of Occupational Titles," The National Academy of Sciences, Grant No.: 21-11-77-35.

Unemployment Insurance

Congress directed the Secretary of Labor to conduct a study of persons receiving benefits under the Federal Supplemental Benefits (FSB) and Special Unemployment Assistance (SUA) programs. A study 28/ was undertaken to assess the FSB program and provide a general framework for consideration of emergency extended benefits programs in the event of future economic downturns. Data were originally collected from a sample of 12,000 persons; subsequently in response to congressional interest, a second wave interview was conducted with a subsample of FSB recipients.

Apprenticeship

Several studies have been initiated to examine the role and functioning of apprenticeship as a training mechanism.

One study 29/ tested the applicability of a one-stop center to register and process all applicants for admission into the apprenticeship programs of an entire city. The project found that the center is a valuable resource to certain segments of the apprenticeship community; however, the center was not able to provide services to all programs. The one-stop center was impractical for both large apprenticeship programs administered by one employer and small programs that enroll few apprentices in a year.

Another study 30/ documented performance-based training programs at four construction and two manufacturing sites. Performance-based training differs from traditional training in that the period of apprenticeship is determined by the amount of time required to master the skills, rather than an arbitrary fixed period of time. This study concluded that performance-based training is a successful training mode and gives more complete, well-rounded training than the traditional approach.

28/ "A Study of Recipients of Federal Supplemental Benefits," Mathematica Policy Research, Inc., Contract No.: 20-34-76-12.

29/ "The Apprenticeship Opportunity Center Demonstration Project," University of Texas, Grant No.: 21-48-77-19.

30/ "Performance-Based Training in Apprenticeship and an Overview of the Wisconsin Apprenticeship System," Kirschner Associates, Inc., Contract No.: 20-11-78-18.

A third study 31/ examined reasons for firms' registration or nonregistration of apprenticeship programs with the Bureau of Apprenticeship and Training or a State Apprenticeship Council. The study revealed that the principal reason for registration was the belief that registration lends credibility and recognition to a program; firms did not register their programs primarily because they had not been approached.

A demonstration project 32/ was conducted to establish apprenticeship programs for two occupations (water and wastewater treatment plant operators) in public works agencies. The final report indicates that opportunities exist to develop apprenticeship programs for public works agencies, and many occupations would be receptive to apprenticeship training. The limited financial and human resources of public workes agencies often cause a shortfall of skilled personnel.

A fifth study 33/ entailed an econometric analysis of the Bureau of Labor Statistics' Industry Wage Survey data for selected occupations in the construction industry. The analysis indicates that the apprentice wage rates did not have a statistically significant effect on the number of apprentices hired in any of the ten occupations. It was found, however, that the number of journey workers employed by a firm in a given trade had a positive and significant effect on the number of apprentices hired.

Finally, a study 34/ examined the costs and benefits of apprenticeship and how they can be estimated, with particular emphasis on the techniques necessary to measure apprentices' output. Output evaluation is done by estimating how much an efficient alternative supplier with no training program would charge to provide the output produced by apprentices. Benefits and costs are presented in an

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31/ "Apprenticeship Programs, Causes for Nonregistration--Benefits from Registration," Manpower and Education Research Associates, Contract No.: 20-51-80-03.

32/ "Apprenticeship Training in Selected Public Works Occupations and Agencies," American Public Works Association, Contract No.: 20-17-79-48.

33/ "An analysis of Construction Firm Apprentice Hires," Ohio Wesleyan University, Contract No.: 20-39-79-45.

34/ "Benefit-Cost Methodology for Studying Apprentice Programs," Mathematica Policy Research, Inc., Contract No.: 20-34-79-35.

accounting framework that incorporates not only the perspectives of society as a whole, but also the perspectives of apprentices, employer-providers, and other groups (unions, other workers, other employers, and tax payers). The study proposes a research agenda for a benefit-cost evaluation of apprenticeship that would begin with prototype benefit-cost estimates for employer-providers. Subsequent research would expand the set of employer-providers to include a representative sample of all employer-providers.

Problems of the Hard to Employ

A number of studies completed during the period covered by this report address the needs of special groups, such as farmworkers, veterans, women, and youth, which have experienced disproportionate problems in finding and keeping jobs.

Farmworkers

The economic and social welfare of migrant and other seasonal farmworkers has long been a concern of public policy. In order to review the progress that had been made over the decade of the 1970s and to anticipate the problems and policy issues that might arise in the decade ahead, ETA commissioned a series of papers written by prominent agricultural labor economists. 35/

A comprehensive array of trends and issues was addressed in the fourteen commissioned papers. Authors reviewed the continuing dynamics of agricultural production that effect changes in labor demand, wages, and working conditions in hired farm employment. The compendium documents the persistence of several previously noted trends: the decline in the numbers of farmworkers, both migrant and nonmigrant; the continued integration of farm and off-farm labor markets; and the increasingly seasonal nature of farm labor demand. Some new developments in the hired farmworker market were also noted, including the emergence of a professional farmworker force, and the burgeoning use of foreign labor.

35/ Seasonal Agricultural Labor Markets in the United States, University of Florida, Grant No.: 21-12-79-12.

Several authors questioned conventional wisdom about the nature and functioning of farm labor markets. For example, they noted that government policy continues to encourage and assist farmworkers to leave farm employment, despite the recent apparent stabilization of labor demand, and despite the growing practice among farmworkers of active part-time participation in off-farm work as a means of improving their total yearly earnings. Some of the authors also refuted the contention that farmwork is an occupation to be avoided.

Some questioned whether or not the problems of seasonal labor demand are best solved by mechanization rather than by directly altering the pattern of labor use. Several alternative approaches to structuring the labor market were suggested as ways of securing a more steady source of labor supply and minimizing labor demand fluctuations.

Authors examined the development of the farming industry (agribusiness), the need for improving the labor-management skills of farm employers, and farmworkers' efforts to organize themselves for collective bargaining. They reviewed the likelihood of further adoption of labor-saving technology in agriculture and the complex set of factors that enter into farmers' decisions to adopt changes. Finally, they assessed the impact of recent changes in farm labor law and regulation, as well as the effects of Federal social service programs on farmworkers' welfare.

Veterans

Another project studied Job Service efforts to place veterans in jobs. 36/ It examined 20 local Job Service offices that had high placement rates for veteran job applicants to determine what factors accounted for the higher-than-average placement performance. The project concluded that local Job Service offices that had high veterans placement rates tended to: 1) have active client "outreach" or recruitment efforts; 2) maintain high levels of staff commitment; 3) make vigorous efforts to obtain assistance from other agencies and veterans organizations to locate and provide services for unemployed veterans, and 4) to develop jobs by agressively using professional Job Service methods.

36/ James D. Evans and Sherrie S. Aitken, Exemplary Veterans Employment and Training Programs (Washington, D.C.: Dynamic Programs, Inc., 1980), Contract No.: 20-34-79-26.

Women

A study of non-traditional jobs for women 37/ collected information on 190 women apprenticed in traditionally male skilled trades in Wisconsin and 183 supervisors and co-workers. Comparing women who have graduated to journey-worker status with those who dropped out, the preliminary research findings showed that a woman is less likely to terminate if one or more of the following conditions exist:

- friends or relatives are in a skilled trade;
- she worked previously for the same employer;
- she is not the first woman to work at the job site;
- co-workers do not haze her more than other apprentices;
- she likes the work of her trade; or
- she is satisfied with her rotation through the apprenticeship.

A woman is likely to drop out if she:

- had a large number of dependents to support;
- experienced difficulty balancing the demands of her work schedule and home responsibilities; or
- worked for a small firm.

Male co-workers reported willingness to work with women apprentices, and male supervisors did not forsee difficulties in an increase in the number of women in the trades. A small number of supervisors expressed concerns about the limited strength, loss of trained workers to marriage/child bearing, and resentment of co-workers as the balance of men and women shifted.

Youth

The Youth Incentive Entitlement Pilot Projects (YIEPP) were established as part of the Youth Employment and Demonstration Projects Act (YEDPA) of 1977. The 17 pilots were designed to test the labor market and educational impact on school-aged youth of guaranteed minimum-wage, part-time jobs during the school year and full-time jobs during the

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37/ "Overcoming Barriers to the Successful Entry and Retention of Women in Nontraditional Skilled Blue-Collar Jobs," Institute for Women's Concerns, Grant No.: 21-55-79-05.

summer, contingent both on satisfactory educational performance in high school and satisfactory performance on the job.

The intent was to test: (a) whether the requisite number of jobs could be created; (b) whether the eligible youths would be interested in the jobs; (c) whether the combination of work experience and education would entice school dropouts to return to school and potential dropouts to remain; and most importantly (d) whether there were any impacts on entitlement participants' future employment prospects and earnings.

The research effort 38/ consists of four components: (a) a study of the participation rates of eligible youth and of the program's impact on their school and labor market behavior; (b) a study of the cost of program operation and projections of what these costs would be under various options; (c) an analysis of the program's implementation in order to assess its operation and determine how the operational factors influenced program aspects; and (d) a number of special studies concerning particular aspects of the demonstration.

Although analysis is still ongoing, the results of preliminary analyses are summarized below:

Program Impacts--First Year

- Fifty percent of the youths who were eligible to join the program did so during the first 18 months. Blacks and Hispanics were three times more likely to join YIEPP than whites;

- YIEPP almost doubled the proportion of disadvantaged youths who were employed within the demonstration areas, improving the employment/population ratio from 25.4 percent employed without the program to an estimated 48.3 percent with it. In the sites, the employment rate of black youth rose to 54 percent, thus aligning it with the national level for white youths. The employment/population ratio for white youths in YIEPP sites also increased to the national average for youth, but the increase was not as dramatic since other options are more likely to be open to them.

38/ "The Early Impacts from the Youth Entitlement Demonstration: Participation Work and Schooling," MDRC, Contract No.: 28-36-78-36.

- The rate at which dropouts returned to school in YIEPP areas increased from an estimated 22.4 percent in the absence of the program to 36.4 percent under YIEPP. Much of this increase is attributed to the development of alternative education opportunities;

- In the first year of YIEPP, the rate at which youths dropped out of school decreased from an estimated 24 percent without YIEPP to 20 percent with it.

Operation and Implementation Lessons

- While many sites suffered from start-up problems, on balance YIEPP functioned effectively; large numbers of youth were enrolled and as the demonstration progressed, most local administrators became more efficient in assigning youths to jobs, monitoring standards, and recruiting dropout youths;

- While most jobs were in the public or non-profit sectors, there was a steady, overall growth of private sector participation during the course of the demonstration. Almost 6,000 private employers provided jobs for participating youths, comprising almost 55 percent of all work sponsors. However, a special study on private sector participation indicated that only a minority of private sector firms were interested in employing YIEPP participants, and that the number was sensitive to the rate of subsidy;

- Over 86 percent of the worksites were judged adequate or better, and in 9 out of 10 jobs, youths were satisfied with their assignments;

- On the whole, private firms that participated were satisfied with the program and the youths. Over 80 percent of the private employers interviewed reported youths' work habits, attitudes and willingness to work to be average or better than average. One-fifth of the employers in a private sector study reported that they had hired YIEPP enrollees on their own payrolls after sponsoring them at a subsidy;

- Most dropouts do not want to return to a regular educational setting, nor is it usually suitable for them. As a group, these youths tend to be older, more likely to have children, and need work because they are supporting themselves. As a result of program emphasis on reaching such youths, YIEPP has spawned the growth and expansion of alternative school programs, particularly in the large cities.

Costs

There are several different ways to estimate costs of YIEPP, and refinements are still being made in the analysis; however preliminary estimates indicate that:

- A full-year cost for a YIEPP "slot" is approximately $4,750, of which about 62 percent is for youth wages and fringe benefits; and

- Because youths come in and out of the program and generally do not work the full year, the program costs about $1,630 per individual participant per year.

Another comprehensive youth demonstration project funded with Youth Employment and Demonstration Projects Act (YEDPA) funds was the Youth Career Development (YCD) project. Under the local leadership of six Community-Based Organizations, the YCD demonstrations provide school-to-work transition services such as career exploration, job search skills, occupational goal setting, job development and referral to in-school youth.

The first 8-month follow-up assessment of its effectiveness and its impact on young people in school 39/ concludes that participants:

- Had more favorable social and vocational adjustments than members of the control group;

- Were more likely than the control group to hold full-time employment; and

- Were more likely to engage in "useful" post-program activity such as going to school full-or part-time.

39/ Educational Testing Service, Eight Month Follow-Up Evaluation of the Youth Career Development Program for School-to-Work Transition, Contract No.: 27-34-78-04.

RESEARCH AND DEVELOPMENT PLAN FOR FISCAL YEAR 1982

Research and development efforts in fiscal year 1982 focus on four major areas: (1) labor market trends and impacts; (2) labor and the economy; (3) training; and (4) program improvement. Following are brief descriptions of the research and development activities planned for each area.

Labor Market Trends and Impacts

Developing employment and training policies and programs requires knowledge of current labor market problems and forecasts of problems that are likely to arise in the future. Research on this issue will focus on changes in labor supply and demand that may lead to labor market imbalances. Topics to be studied include changes in labor force composition and size, critical skill shortages that are likely to develop, and changes in skill requirements caused by factors such as technological change and international developments.

Labor and the Economy

There is a significant relationship between training and employment policies and macroeconomic policies that are undertaken to achieve economic growth and reduce inflation. Research on this issue will focus on the impact of macroeconomic policies on the labor force and the impact of training and employment programs on macroeconomic concerns such as inflation, unemployment, and productivity.

Training

The Employment and Training Administration has made the development and provision of high-quality training one of its highest priorities. To promote this objective, research will be conducted on ways to improve the quality of training, and experiments will be initiated to assess the relative effectiveness of different types of training. Planned experimental efforts will address the efficacy of long-term versus short-term training and procedures that might increase use of on-the-job training. Research is planned to compare private sector and public sector training programs, to better understand the relative strengths and weaknesses of each sector, and determine how training funded by the public sector might be made more responsive to the demands of private employers.

Program Improvement

With diminishing resources available for employment and training programs, it is important that available resources be used to make programs more efficient and cost-effective. Research and experimental efforts will be undertaken to improve the operations of programs such as the U.S. Employment Service, the Unemployment Insurance Service, the Work Incentive Program, youth programs, and apprenticeship programs.

EVALUATION STUDY FINDINGS

This chapter summarizes major findings of program evaluation studies completed since last year's Evaluation Report.

The most notable new reports provide: (a) the first formal estimates of the net effects of CETA decentralized programs on the post-program earnings of participants and (b) additional information on the Job Corps post-program economic impact on participants and the program's cost-benefit experience.

The summary findings are presented under seven broad headings:

1. CETA impact on participant earnings;
2. CETA targeting;
3. CETA participants' post-program experience;
4. Private sector initiatives;
5. Effects of 1978 CETA Amendments;
6. Impact of Job Corps; and
7. Job Service

Footnotes identify the specific evaluation reports which can be examined for more detailed information.

CETA Impact on Participant Earnings

Because one of the central objectives of CETA is to increase the earnings of participants, the principal evaluation effort has been directed to estimating the extent to which program participation has led to a net earnings increase for participants in the post-program period. After extensive methodological testing, the first formal estimates of the effects on the first post-program year's earnings have been developed for an early group of enrollees in the CETA decentralized program. 40/

The estimates seek to isolate how much more the participants earned in the first calendar year after leaving the program than they would have earned without the program.

40/ "Continuous Longitudinal Manpower Survey, Net Impact Report No. 1: Impact on 1977 Earnings of New FY 1976 CETA Enrollees in Selected Program Activities," Westat, Inc., March 1981.

The analyses combine data from three sources. One source is the Continuous Longitudinal Manpower Survey (CLMS), which provides detailed information gathered through the Bureau of the Census on a national sample of participants in the decentralized CETA programs--their socio-demographic characteristics, their employment history for the pre-entry year, and their program participation (type of program, length of stay, and whether placed at termination).

The second data file, also collected by the Bureau of the Census, is the Current Population Survey (CPS), which provides similar socio-demographic information on a sample of the general population, along with employment history for a prior calendar year. From this file, workers were selected who match the personal characteristics and earlier years' earnings histories of the CLMS sample. The earnings in post-program years of this matched comparison group--similar nonparticipants--were used to indicate what participants' earnings would have been in the absence of the CETA programs.

The third data file is the earnings records of the Social Security Administration. They are the only available source of comparable earnings data for both the CLMS sample of CETA participants and the CPS comparison group of like nonparticipants. In principle, if the CETA participants are matched exactly with the comparison group on every characteristic and prior earnings, the only difference between them would be the participation in the program. Any difference in post-program earnings would, therefore, be attributable to the program.

In practice, it is not possible to construct a comparison group that is precisely alike for each participant on every variable that could affect earnings. Therefore, there are technical questions of methods of comparison group selection, of regression analysis techniques to adjust for differences between the treatment and comparison groups, and of limitations inherent in the three data bases.

The report discusses the major methodological issues and constraints, and it emphasizes that its estimates of program effects are significant more for the patterns they indicate than as precise measures.

The initial estimates are for the CLMS sample of CETA entrants in fiscal 1976 who participated for at least one week in programs of classroom training, on-the-job training, public service employment, adult work experience, or a combination of these activities, and who had terminated by the end of December 1976.

The estimates of their earnings gains over their comparison groups are for their first post-program calendar year, 1977, the most recent year for which Social Security records were available.

The findings are that the CETA terminees did gain more in the first post-program year than their nonparticipant counterparts. The net gain for the participants was about $300 for the year, about 7 percent more than they would have earned without the program.

Within this overall average impact, however, considerable variation was found by pre-program earnings history, sex, type of program, and those placed in jobs versus not placed at termination. Specifically:

(1) Participants with low earnings backgrounds (less than $2,000 a year in 1973 and 1974), who comprised about half of the CETA sample, gained substantially--an estimated $550 more--over their comparison group. In contrast, those with higher pre-program earnings histories did not register any statistically significant gains over their counterparts.

(2) Larger net gains were more consistantly achieved for women than for men. This is related to the finding of large gains for groups with low earnings backgrounds. Overall, the women's gains over their comparison group were approximately $500-$600, while the men's gains were estimated at about $200 and were not statistically significant.

(3) Among the four major types of program activities, the training programs had larger effects on post-program earnings than the subsidized employment activities. The largest gains in the first post-program year earnings were by those in on-the-job training programs (about $850) and those in classroom training (about $350), with a smaller impact generated by public service employment (estimated $250) and no statistically significant impact for those in work experience programs.

(4) About one-third of the participants were reported by CETA sponsors as placed into jobs at termination from the programs. This group registered very sizable net earnings gains in 1977, estimated at $1,250 for the year. Those not placed, or for whom the sponsor did not record a reason for termination, lagged behind the comparison group by $250, although this estimate was not statistically significant. The strong pattern of major net gains by those placed, and no gains by those not placed, held for every program activity.

Further estimating of CETA impact on participant earnings is in progress for the fiscal 1976 enrollees and for program entrants in later years, both to determine longer-term effects (whether first-year post-program earnings gains deteriorate, are maintained, or increase in subsequent years) and to determine if impacts are consistent or vary widely for different years' enrollees. Preliminary estimates indicated that, for the fiscal 1976 enrollees, first post-program year gains were generally sustained rather than fading away or accelerating further.

CETA Targeting
Fiscal Year 1979 Enrollee Characteristics

The Continuous Longitudinal Manpower Survey provides data on who is served by the CETA decentralized programs, for use both as the baseline for estimating program impact and to determine the population groups to whom the various CETA activities are directed.

The brief highlights below indicate the types of information available in greater detail from the CLMS reports on characteristics of enrollees. The most recent year for which complete data are available is fiscal year 1979. 41/

In that year, nearly 1.9 million persons were enrolled in the CETA decentralized programs. The accompanying summary table shows the numbers and percent distribution of these enrollees by type of CETA program.

Principal attention of the programs was focused on youth. Including the large summer youth employment program, about 68 percent of all enrollees were under age 22. Excluding the summer enrollees, nearly 50 percent of enrollees were youth.

A majority of the youth enrollees (excluding summer programs) were in programs geared to youth alone (58 percent), with 42 percent in programs oriented primarily to adults. Specifically, youth were 37 percent of the enrollees assigned to classroom training, 35 percent of those in

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41/ The basic data are presented in two reports: "CLMS Report No. 11, Characteristics of Enrollees Under Age 22 Who Entered CETA Programs During Fiscal Year 1979" and "CLMS Report No. 12, Characteristics of Enrollees Who Entered Adult-Oriented CETA Programs During Fiscal Year 1979," both by Westat, Inc., 1981.

on-the-job training programs, and 25 percent of all public service employment enrollees.

CETA programs also focused heavily on minorities: almost half (49 percent) of the nonsummer enrollees were black, Hispanic, or from other minority groups.

Slightly more women than men were enrolled (51 percent versus 49 percent), but the proportions differed by type of program activity. Women were about 60 percent of the enrollees assigned to classroom training and 59 percent of those assigned to work experience, while on-the-job training and PSE were directed more heavily to males (63 and 52 percent, respectively).

In terms of education, about 18 percent of nonsummer enrollees were still in school (largely in youth work programs for students), another 27 percent were high school dropouts, 37 percent had completed 12 years of schooling, and 18 percent had more than 12 years of education.

The extent to which CETA was serving the disadvantaged is indicated by the CLMS data on family income. The median family income for enrollees in the year prior to program entry was $5,500. About 80 percent of all enrollees were from families defined as "economically disadvantaged," that is, having income below the Federally specified poverty levels for family size and location for that year.

Another way of characterizing the enrollee population is by employment and earnings experience in the pre-entry year, with distinction between those in the adult-oriented programs and those in youth programs geared largely to teenagers likely to have entered the labor force only recently.

In the year before they entered CETA, enrollees in the adult-oriented programs were employed only 34 percent of the time, with some 36 percent of the year in unemployment and almost 30 percent of the time either in school or otherwise out of the labor force. About half were unemployed for over three months during the year before enrollment. Almost 80 percent earned less than $4,000 in the pre-entry year.

Youth program enrollees had a substantial pattern of relatively recent entry to the labor market and generally limited earnings history. Excluding the summer program participants, over two-thirds of the youth enrollees had been out of the labor force for over half of the pre-program year, principally in school. About 40 percent had no earnings in the pre-entry year, and another 40 percent had earnings less than $2,000 that year.

Numbers and Percent Distribution of New Enrollees in Selected CETA Programs, Fiscal Year 1979

Type of Program	New Enrollees (thousands)	Percent of Total
Total New Enrollees	1,880	100%
Adult-Oriented Activities[a]	850	45
Classroom Training	245	13
On-The-Job Training	90	5
Adult Work Experience	60	3
Public Service Employment	380	20
Direct Referral	50	3
Unknown	20	1
Youth-Oriented Activities	1,030	55
Youth Employment and Training Programs	170	9
Youth Community Conservation Projects	30	2
Youth Work Experience	130	7
Summer Youth Employment Programs	700	37

[a]Approximately 28 percent of the enrollees in adult-oriented activities are youth (under age 22).

Eligibility Determination Procedures

The 1978 CETA amendments revised eligibility requirements to direct the programs more to those most in need and tightened requirements for eligibility determination to prevent enrollment of ineligibles.

A recent ETA staff evaluation 42/ concluded that, despite some difficulties, CETA sponsors generally had workable eligibility determination and verification systems in place and were proceeding effectively on the often complex task of screening out ineligibles. The report spells out types of practical problems faced by the sponsors and why local systems and strategies vary considerably.

The study found that sponsor concern about financial liability has led toward more "front-end" documentation and verification, more centralizing of intake, and reduced reliance on subcontractors for eligibility determination functions. The tightened screening and verification procedures did not seem to generate problems in meeting planned enrollment levels.

CETA Participants' Post-Program Experience

The first report from the CLMS on relatively long-term (two years) post-program experience of CETA participants covers the January-June 1975 entrants. 43/

Because these enrollees were the "pilot" group for extended follow-up tracking, the data have various limitations which affect their reliability. Therefore, the report is significant primarily as an illustration of the types of data that will be provided later, on more reliable bases, for subsequent years' CETA enrollees.

The major finding is that the CETA terminees' employment and earnings in the post-program period did not relapse to the low pre-entry levels. They increased in the second post-program year over the first year and over the pre-entry year. (Data on post-program experience and pre/post

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42/ "A Study of CETA Eligibility Determination and Verification Systems," Office of Program Evaluation, Employment and Training Administration, March 1981.

43/ "CLMS Follow-Up Report No. 3 (36 Months After Entry): Experiences in the First Two Post-Program Years, With Pre-Post Comparison, for Terminees Who Entered CETA During January-June 1975," Westat, Inc., January 1981.

changes are gross (actual) data, and do not show net impact--that is, how much of any levels or changes are caused by the program rather than other factors.)

When queried at some point after termination from the program whether they were satisfied with their CETA experience, nearly 90 percent rated their program experience favorably. Most of those expressing dissatisfaction were in the program relatively briefly.

Private Sector Initiatives

A major policy emphasis in recent years has been to increase private sector involvement in employment and training programs. The 1978 CETA amendments established a special title (title VII) to develop experience with various approaches to increasing business community involvement. Tax amendments in 1978 also established a Targeted Jobs Tax Credit to encourage employers to hire from specified target groups with severe employment difficulties.

The implementation of both of these new efforts has been evaluated on a continuing basis through periodic examination of their development experience in a sample of 25 areas.

CETA Title VII Private Sector Initiative Program (PSIP)

The evaluation reports on PSIP 44/ have made clear that there are differing local patterns of PSIP development, with an important role already achieved in some communities and little progress made in others. The findings emphasize that the development of closer CETA-business ties is a gradual process, generates differing emphases in differing localities, and has been heavily dependent on local factors and leadership.

The Private Industry Councils (PICs) established to plan and guide the PSIP efforts appear to be a critical element in PSIP progress. Where the evaluators rated PICs as strong (on various characteristics they identified as elements of "healthy functioning"), PSIP made good headway, and where the PICs were weak, progress was limited.

44/ "A Formative Evaluation of the Private Sector Initiative Program," Ohio State University Research Foundation, Report No. 4 (August 1980), Report No. 5 (January 1981) and Report No. 6 (June 1981).

As of Spring 1981, the evaluators judged that PSIP had been making appreciable progress in about half of the localities studied. "Progress" was assessed on seven measures of outcome: 1) development of ties between PSIP and the overall CETA system, 2) stimulation of change in the CETA system, 3) changes in business participation, 4) local perception as to whether PSIP training activities were for high-quality jobs, 5) job placements in training-related fields after PSIP training, 6) ties developed with economic development programs, and 7) the evaluators' judgment of the PSIP's overall local importance and impact.

Targeted Jobs Tax Credit (TJTC)

The evaluation reports on TJTC 45/ have found that its design and administration through the Spring of 1981 had produced less use by employers than had been expected and that it was accomplishing little on the broad objective of increasing employment of the target groups.

The field studies found that many Job Service offices and CETA prime sponsors were skeptical about the tax credit and reluctant to promote and use it extensively as a job placement tool, and that most employers drawing on TJTC had been doing so by getting retroactive certifications of employees hired earlier, rather than by seeking TJTC new hires. 46/

Reasons identified for the generally limited employer response include a view that tax credit savings are not large enough to offset the difference between wages and often lower productivity of TJTC eligibles, fear of involvement with the Government, and difficulties in altering hiring practices to take advantage of TJTC.

45/ "The Implementation of the Targeted Jobs Tax Credit," Ohio State University Research Foundation, Report No. 1 (July 1980), Report No. 2 (January 1981), and Report No. 3 (May 1981).

46/ Congress decided in August 1981 to extend the TJTC for an additional year beyond its 1981 scheduled expiration. It did so with several modifications to overcome some of the problems indicated by the evaluation, most notably, eliminating the use of retroactive certifications.

Effects of the 1978 CETA Amendments

Two major evaluations focused on effects of major revisions in CETA enacted in 1978, particularly the revisions to tighten administrative controls and to redirect the Public Service Employment (PSE) programs to focus more on the disadvantaged.

The principal findings of one of these evaluations 47/ include: (1) The CETA changes substantially achieved the Congressional objective of making managers more sensitive to the need to protect the integrity of the program. However, the changes added "a host of administrative tasks to a system already badly strained."

(2) The new monitoring and liability requirements led some sponsors to centralize intake under their own direct control to minimize their risks. On the other hand, the amendments' incorporation of separate youth programs and establishment of the Private Sector Initiative Program tended to fragment the overall local service delivery systems.

(3) The CETA amendments did achieve a sharp shift in PSE targeting to a more disadvantaged clientele, both through the tightened eligibility requirements for PSE jobs and through the limits set on wage levels to discourage better qualified persons from competing for such subsidized public jobs. However, the lowered wage rates reduced the skill levels of the PSE jobs and, in the opinion of most local CETA administrators surveyed, reduced the usefulness of the PSE services to the community.

(4) Labor organizations played a significant role in local CETA programs in about 30 percent of the areas studied, but were little involved in the others, either by labor's own choice or because their position in the community was weak. Labor groups generally sought to protect employment standards of union members and to help improve effectiveness of training activities.

The other study 48/, focused largely on the operation of PSE programs during Fiscal Year 1980, found that:

(1) Priorities of local governments "seem to be somewhat independant of Federal intentions." From the local government perspective, the restrictions on PSE eligibility and wages--the Federal shift away from viewing PSE as a means

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47/ "The CETA Experience: 1978-80 (Preliminary Report)," Bureau of Social Science Research, Inc., April 1981.

48/ "Public Service Employment in Fiscal Year 1980," Princeton University, March 1981.

of helping expand and maintain local public services--made the program less valuable.

(2) On the issue of the extent to which local governments use PSE funds to substitute for local funding of public jobs, rather than creating jobs that would not otherwise have been funded, the displacement was about 14 percent at the end of 1979, which was no greater than had been found two years earlier by the same evaluator using the same methodology for a sample of specific PSE positions. Review of factors responsible for more versus less substitution concludes that the 1978 legislative changes did constrain an increase in substitution.

(3) The tightened eligibility and wage provisions largely met Federal objectives of greater targeting to the disadvantaged. They also led to greater "segmentation" of the program, in that the local governments tended to select small numbers of persons with higher skills for their own agencies' positions, with pay at maximum allowable wages, while assigning the bulk of PSE positions to nonprofit organizations and school districts to be filled by lower-skilled persons paid at much lower wages to enable meeting the limits on overall average PSE wages.

(4) Rates of placement from PSE into unsubsidized jobs, and particularly into private employment, were generally low. The tighter targeting to lower-skilled persons and the greater use of nonprofit organizations as PSE employers made improvement of placement rates unlikely.

(5) The 1978 requirement that training be built into the PSE program was "met in form but not in substance." Local sponsors spent the required percentage of funds for training PSE participants, but much of the training was general, on personal needs, or for job-search, rather than to develop occupational skills.

Impact of Job Corps

A rigorous evaluation [49/] of the intensive residential Job Corps programs for disadvantaged youth has found that (a) its participants benefit substantially from the program and (b) the economic benefits to society are greater than the program's costs. As in most evaluations, a series of assumptions about the imputed value of certain program activities affects the conclusions drawn by the evaluators. These assumptions and other aspects of the evaluation will be the subject of further study.

49/ "Evaluation of the Economic Impact of the Job Corps Program: Second Follow-Up Report," Mathematica Policy Research, Inc., April 1980.

The evaluation is based on data gathered on the experience of Job Corps participants for up to two years after they left the program, as compared to experience of a comparable group of disadvantaged youth not in the program. Major findings of the second follow-up report include:

(1) During the second year after leaving the program, the Job Corps participants gained over 4 weeks more employment (20 percent more) than comparable nonparticipants. Their earnings increased by approximately $500 more than the nonparticipants (over 12 percent more).

(2) The Job Corps participants also gained more by the second year on other measures associated with future earnings ability. More went into military service (9 percent versus 5 percent for the nonparticipants), more had obtained a high school diploma or its equivalent (36 percent versus 11 percent), and some had gone on to college (about 5 percent versus almost no such attendance by those in the comparison group).

The participants also had more geographic mobility (making about 67 percent more moves to another area for a job) and had slightly fewer serious health problems as compared to nonparticipants. Their average time on public assistance decreased by almost three weeks a year, and receipt of unemployment insurance payments decreased more than one week per year.

(3) Longer stays in the program were associated with greater post-program gains: Completers consistently did better than comparable nonparticipants on most measures. Partial completers and early dropouts tended to benefit little or not at all, compared to their nonparticipant counterparts.

(4) On benefits versus costs, the program's quantifiable benefits, valued in dollar terms, substantially exceeded its costs, so it is therefore "economically efficient." This held true under a range of alternative assumptions and estimates reviewed by the study. The investigators estimated that the program produced benefits for society of over $1.45 for each $1 of costs.

Job Service

Two evaluations have focused on the functioning of two specific activities of the Job Service system. One evaluation examined the Job Information Service (JIS), 50/

50/ "Evaluation of ES Job Information Service, Juarez and Associates, Inc., September 1980.

an applicant "self-service" system used by many local offices. It found wide diversity in the way local offices put the self-service concept into practice, and it found that no one approach was clearly best for differing local offices.

The study identified various values of and problems perceived by local office staff in the use of such a system. From the diverse practices and staff perceptions, it identified four "models" and the types of factors to be considered in deciding which model is appropriate for particular circumstances. Such factors include characteristics of applicants coming to the office, the volume of applicants, local space and staffing, alternative placement resources, and local "management philosophy."

The second evaluation examined the Job Service Improvement Program (JSIP), 51/ which seeks to use employer advisory committees to help improve the Job Service and to increase its use by area employers.

The report indicates the variety of approaches in practice in the functioning of such employer committees. The study found that many committees met regularly only for a relatively short time after being established to review and recommend ways to improve Job Service activities.

Although employer members and local staff frequently thought the advisory process was informative and helpful, most committees were not maintained actively after their initial review of the JS. In large part, the evaluators indicate this was due to lack of awareness or guidance as to specific goals and activities for the employer committees and how they may benefit both the JS and the local employer community.

51/ "Evaluation of the ES Job Service Improvement Program," Juarez and Associates, Inc., March 1981.

ETA EVALUATION PLAN FOR FISCAL 1982

This chapter presents ETA's basic plans for employment and training program evaluation in fiscal 1982, including a description of the major work in progress in fiscal 1981 that will be continuing. These plans are tentative and subject to change based on several factors such as budget constraints, policy reconsideration, and new initiatives.

Background

Several factors generally prescribe the parameters and context of the evaluation plan. The following factors provide perspective on the timing and strategies of the fiscal 1982 evaluation activities.

(1) The program evaluations do not coincide with the start or end of a fiscal year, so evaluations initiated in one fiscal year will not ordinarily provide findings until the following or later years. Most sizable evaluations are multiyear efforts. In particular, attempts to measure program impact, which require tracking and measurement over time, must be long term and involve a commitment to multiyear evaluation investments.

(2) With evaluation resources limited, priorities must be established. The choice has been made to concentrate on major programs, involving fewer but more comprehensive, longer term evaluations rather than many separate, smaller efforts. Emphasis has also been placed on obtaining feedback assessment of significant new national program initiatives.

(3) Specific new evaluation efforts are determined through consultation of evaluation staff with policy and program officials and, in some cases, by specific requirements from the Congress. Plans are often contingent on new program developments and on progress and findings of the evaluations initiated earlier. Finally, conscious efforts are made to gear evaluation plans to what is realistically attainable, considering earlier experience from evaluations of socio-economic programs, progress in the state of the art of program evaluation, and available capabilities for applying advanced evaluation methods.

Major Evaluation Emphases

The major employment and training program evaluation efforts planned for initiation or continuation in fiscal 1982 will be focused in the following broad categories: (1) effects of training programs; (2) cost-effectiveness analyses; and (3) new Administration initiatives.

Effects of Training Programs

Using data from the Continuous Longitudinal Manpower Survey (CLMS), in conjunction with data on comparison groups drawn from the Current Population Survey and Social Security earnings records for both the participant and comparison groups, estimates are being developed of the extent to which federally funded, locally administered training programs meet the objective of increasing participants' post-program earnings. If Social Security earnings data for 1979 become available sufficiently early in the year, principal activities during the coming year will:

(a) Estimate multi-year impact for fiscal year 1976 participants (for their third post-program year) and 1977 participants (their second post-program year), to determine whether the initial-year post-program earnings effects already estimated for these CETA groups were maintained, were enhanced, or deteriorated over the longer term.

(b) Develop initial post-year impact estimates for a third CETA group, the fiscal 1978 participants, to determine whether short-term impact for them is consistent with findings for the earlier cohorts of participants or whether short-term impact fluctuates with changes in the programs, enrollees, or state of the economy.

(b) In addition, plans will be pursued to draw on additional analytic organizations, through competitive solicitation, to conduct further types of analyses to test, expand and refine the still-limited impact estimates and methodology developed thus far.

The estimates of program effects on earnings will distinguish between classroom training, on-the-job training, work experience, and public service employment programs, differentiate the effects of short-stay versus longer-duration training, and determine relative impact for youth, adults, and separate sex/race groupings. CLMS followup data on post-program experience and its relation to net impact estimates will also be analyzed to aid in developing operational short-term performance measures reliably indicative of longer-term experience and net impact.

Cost-Effectiveness Analyses

The estimates of program effects will enable development of cost-effectiveness measurement. Available data on average costs will be related to the program effects on earnings to develop estimates of overall cost-to-earnings-improvement relationships for CETA training programs conducted in 1976-78.

Necessary development work will also be pursued to lay the basis for more detailed and reliable analysis, not only of relative cost effectiveness of different training approaches, but also of cost-benefit ratios, that is, of the economic return in dollar terms from investments in programs. The development efforts will focus on how to overcome the problems of lack of detailed cost data for subprograms and subgroups and lack of data on benefits other than earnings gains alone.

New Administration Initiatives

As new shifts in Federal policy develop, field evaluations will be undertaken to assess the ways State and local governments and local training institutions respond. Such evaluations would be designed to provide systematic feedback on early experience to guide further policy refinement and local program strategies.

Currently, the timing and emphasis of new policy initiatives are uncertain; therefore, greater specification of evaluation plans is premature. Potential new evaluations might focus on effects of new efforts to consolidate programs, efforts to improve the quality of training, or new approaches to work for welfare recipients.

Several major evaluations in progress, already fully funded, are scheduled for completion in fiscal 1982. Although there is no commitment for further work, their findings may indicate value in funding additional or longer-term evaluation.

One such evaluation is on the question of whether the labor exchange activities of the U.S. Employment Service system provide significant measurable benefits to its users. This evaluation is measuring whether applicants who actually get job referral services achieve gains, in terms of less unemployment and greater earnings, relative to comparable applicants who do not receive job referral services.

The other major ongoing evaluation scheduled to be completed in fiscal 1982 is a sequel examination of longer-term effects of the Job Corps program of intensive residential center training for disadvantaged youth. The additional study is tracking the participants' experience, and that of the nonparticipant comparison group, for an additional two years to determine whether the early post-program gains of the participants increase further, hold stable, or fade away over a longer period of time.

DEPARTMENT OF LABOR
RESEARCH AND DEMONSTRATION PROJECTS AND EVALUATION STUDIES COMPLETED FEBRUARY 1980 THROUGH JUNE 1981

Following is an annotated bibliography of research and demonstration projects and evaluation studies completed during the period of February 1980 through June 1981. The projects are organized into the same categories as the findings in the preceding sections. Each completed project is listed by title, contractor, and grant or contract number. Single copies may be obtained upon request, while available, from U.S. Department of Labor, Employment and Training Administration, Office of Policy, Evaluation and Research, Room 9000, 601 D Street, N.W., Washington, D.C. 20213.

Some projects and studies are also available through the National Technical Information Service (NTIS), as noted by an NTIS order number. Copies are available in paper or microfiche through NTIS, Operations Division, Springfield, Virginia 22151, Telephone: (703) 487-4650.

I. Research and Demonstration Projects

A. Improving the Employment and Training System

1. Consolidation of Employment and Training Resources

City of Tacoma and the State of Washington

Grant No.: 53-9-017-36

A feasibility study to determine the extent to which it is possible to consolidate key aspects of CETA, WIN and the Employment Service. The study focused on existing approaches to funding, planning, management, service delivery, and accountability. The final report identified the waivers and legislative changes necessary to accomplish consolidation and projected a 3-year timetable for implementation.

2. The Workings of WIN: A Field Observation Study in Three Local Offices

Manpower Development Research Corporation

Grant No.: 51-36-77-03

NTIS Order No.: PB 165954/AS

An examination of the ways in which counselors and clients reach decisions about the kinds of employment and training support services a client requires to obtain a job.

3. Study of Apprenticeship Programs Covering Skilled Metal Trades Crafts Represented by the International Association of Machinists and Aerospace Workers

International Association of Machinists and Aerospace Workers

Contract No.: 20-11-79-25

A survey of 1,800 IAM local lodges in the U.S. and Canada, to identify the current status of apprenticeship and non-apprenticeship entry-level training programs, including a survey and analysis of relevant collective bargaining agreements.

4. Apprenticeship as Preparation for Work: A Comparative Study

Columbia University

Grant No.: 21-36-78-18

A U.S.-European comparison of apprenticeship as work preparation for youth. Includes a review of how apprenticeship is organized in various countries, cyclical fluctuations, secular trends in the number of apprentices, employers' role in paying for the costs of training, and the progress and later careers of apprentices.

5. Competency-Based High School Diploma

University of Texas at Austin

Grant No.: 21-48-77-20

A demonstration project designed to test the usefulness of the competency-based high school diploma program for adults who are enrolled in CETA programs.

6. Analysis of the Competency-Based High School Diploma Program for CETA Clients

National Foundation for the Improvement of Education

Grant No.: 21-11-78-25

Focuses on the creation and operation of the University of Texas Pilot Program, a demonstration of the utility of the competency-based high school diploma for CETA clients.

7. Health Status and Health Service Utilization in Job Corps

Kappa Systems, Inc.

Contract No.: 20-51-79-40

An assessment of the health status of individuals enrolling in Job Corps.

8. Client Tracking and Management Information System

Group Operations, Inc.

Contract No.: 20-11-79-62

A project to develop and monitor the Management Information System that was used during the operational period of the Welfare Reform Demonstration Projects.

9. Interim Tracking and Management Information System

Infosystems Technology, Inc.

Contract No.: 20-51-79-34

A project to develop an interim Management Information System for the Welfare Reform Demonstration Projects.

10. CTARS

Infosystem Technology, Inc.

Contract No.: 20-24-80-09

A project to integrate the Management Information Systems used for CETA, WIN and Welfare Reform Demonstration Projects in three local CETA offices.

B. Problems of the Hard to Employ

1. Women and Nontraditional Blue Collar Jobs: A Case Study of Local I

Wellesley College

Grant No.: 21-25-78-21

A case study of a local union, its officials and members, and the company for which they work, to assess women's interest in blue collar jobs traditionally held by men, and barriers which may limit their access to these jobs.

2. Women and Apprenticeship: A Study of Programs Designed to Facilitate Women's Participation in Skilled Trades

Institute for Women's Concerns

Grant No.: 21-51-79-16

An evaluation of the results of ongoing projects designed to recruit, prepare, and place women in skilled trades.

3. The Youth Labor Force, 1945-1995: A Cross-National Analysis

Columbia University

Grant No.: 21-36-76-18

A study of young people and their transition from school to work during the post-war period and projected to 1995. The report is a statistical analysis of the numbers and proportions of young people in the population, in the educational system, and in the labor force in twelve industrialized nations.

4. America's Estranged Youth: Life Experiences and Work Styles

University of Houston

Grant No.: 21-49-80-04

In-depth personal interviews with 108 American youth, who at the time of the study were not engaged in either school or work activities.

5. Apprenticeship Training: The Hispanic Experience in the U.S. and Selected Labor Markets

Pan American University

Contract No.: 21-48-78-63

This study examined the nature and extent of Hispanic American participation in apprenticeship training programs, as well as barriers to entry and possible methods of enhancing participation.

6. Job Search Behavior of Mexican Americans in Two Selected Areas in the Southwest

Juarez and Associates, Inc.

Contract No.: 20-06-76-51

An analysis of the labor market knowledge and job search behavior of a selected sample of Mexican workers and their families in the Southwest.

7. Study of Educational Investment Returns and Labor Market Experiences of Mexican American College Graduates

Kent State University

Grant No.: 21-39-78-64

A case study of Mexican American graduates from Pan American University which examined income determinants, investment returns on college education, job search patterns, job satisfaction, economic mobility, and sources of job discrimination.

8. Chicanos in Rural Labor Markets: Empirical Tests of Labor Market Segmentation Hypothesis

University of California at Davis

Grant No.: 21-06-78-14

An overview and analysis of the employment status of Chicanos in two rural labor markets in northern California.

C. Economic and Social Issues

1. The Selection and Work Group Integration of Unemployed Mexican Americans into CETA Public Service Employment: A Case Study

University of Texas at San Antonio

Grant No.: 21-48-78-65

A comparison of Mexican-American and other CETA PSE employees on values, customs, and attitudes in the work place.

2. A Metropolitan Area Econometric Model to Estimate Employment by Industry and Occupation and to Measure Local Impacts of Public Programs

Columbia University

Grant No.: 21-36-77-17

A project to develop econometric models for employment forecasting at the local level by detailed occupational categories.

3. The New England Economy Project

MIT-Harvard Joint Center for Urban Studies

Interagency Agreement No.: A20-11-78-20

A study of the transformation of the economic base of New England from a consumers' nondurable goods orientation to high-technology manufacturing and producers' and consumers' services. The report includes the following studies: aircraft and parts; commercial banking; commercial printing; computer manufacturing; department stores, grocery stores and supermarkets; hospitals; hotels and motels; metal working machinery; and paper mills.

4. Analysis of Occupational Mobility Through Use of Longitudinal Survey Data, With a Supplementary Analysis of Response Variability

University of Pennsylvania

Grant No.: 21-42-73-05

A study of occupational mobility, emphasizing its relationship to changes in the occupational structure of employment and the paths by which individuals move into specific occupations.

5. Experimental Study of the Relationship Between the Growth of Employment and Migration, Utilizing Retrospective Data from the 1970 Census of Population

University of Pennsylvania

Grant No.: 21-42-73-41

An analysis of the relationship between recent migration patterns for selected SMSA's and such factors as the area's occupational and industrial structure, the employment/unemployment mix, and wage levels.

6. The Influence of Variable Work Schedules on Worker Responses to Their Jobs

University of California at Berkeley

Grant No.: 21-06-78-17

A comparison of part-time and full-time workers' demographics, job attitudes, job satisfaction, absenteeism, and productivity.

7. Shared Work Compensation

Mathematica Policy Research, Inc.

Contract No.: 20-39-80-23

A study to design a demonstration of Shared Work Compensation--a method whereby firms can avoid layoffs by placing workers on a short workweek during a downturn. The final report presents a demonstration study design that could be implemented to help guide future Federal and State policy deliberation on shared work compensation.

8. Improving the Utilization of Health Manpower

Northeastern University

Contract No.: 42-25-72-10

Established and maintained the Center for Medical Manpower Studies, which focused on analysis of human resources utilization in health related fields and documentation of the major changes that occurred in the medical and health services industry during the last decade.

9. A National Strategy for Improving Productivity in Building and Construction

National Science Foundation

Interagency Agreement No.: A20-11-80-03

This project provided partial support to conduct a Building Futures Forum and to publish the proceedings.

10. Illegal Immigration and United States Foreign Policy

The Brookings Institution

Grant No.: 21-11-78-26

A study to examine how illegal immigration affects U.S. foreign relations, including a review of the level and sources of illegal immigration, conditions that contribute to it, and actions that might be taken to curtail it.

11. Maquiladoras and Migration: Workers in the Mexican-United States Border Industrialization Program

University of Arizona

Grant No.: 21-04-78-29

An investigation of the Mexico-United States Border Industralization Program as a factor in internal Mexican migration to the north of the country and in international migration to the United States.

12. Push Factors in Mexican Migration to the United States

University of Texas

Contract No.: 20-11-79-10

An examination of determinants of migration from Mexico to the U.S., including an assessment of the demand for farm and nonfarm labor among rural households in Mexico.

13. A Demonstration/Research Project for Maximizing the Integration of Local Labor Into the Regional Apple Industry

The William H. Miner Argicultural Research Institute

Grant No.: 21-36-78-39

An investigation of the use of special techniques to obtain a domestic labor force to harvest the apple crop, in order to replace imported labor currently being used in that industry.

14. Feasibility Study for a Survey of the Employers of Undocumented Aliens

University of Illinois

Grant No.: 21-17-79-08

Interviews with some 30 employers of illegal aliens, to find out whether or not they would participate in a survey which included questions on their employment of undocumented workers.

15. Nonimmigrant Workers in the U.S.: Current Trends and Future Implications

New TransCentury Foundation

Contract No.: 20-11-76-08

A study to document the characteristics and role of nonimmigrants (e.g., foreign students, temporary workers) in the U.S. labor market.

II. Evaluation Studies

A. CETA Impact on Participant Earnings

1. CLMS Net Impact Report No. 1: Impact on 1977 Earnings of New FY 1976 CETA Enrollees in Selected Program Activities

Westat, Inc.

Contract No.: 23-24-75-07

NTIS Order No.: PB 81-206-427

Presents the first formal estimates of the net impact of CETA decentralized programs on participants' post-program earnings. The impact was measured by differences in Social Security covered earnings between the CLMS sample of CETA participants and a matched comparison group drawn from the Current Population Survey, after adjustment by regression methods for differences in background factors. The estimates, for the initial post-program year 1977 for CETA FY 1976 entrants, find a positive impact on the order of $300 for the year. Considerable variation was found within the overall average, however, by type of program, pre-program earnings history, sex, and those placed vs. not placed at termination.

B. CETA Targeting

1. CLMS Report No. 11:

Characteristics of Youth Enrollees Who Entered CETA Programs during FY 1979 (October 1978 through September 1979).

Westat, Inc.

Contract No.: 23-24-75-07

Based on a representative sample of new enrollees into CETA, presents data on selected demographic and socio-economic characteristics of young persons (under 22 years old) newly enrolled in CETA during FY 1978, with breakdowns for each major type of program activity.

2. CLMS Report No. 12:

Characteristics of Enrollees Who Entered Adult-Oriented CETA Programs During Fiscal Year 1979 (October 1978 through September 1979).

3. Westat, Inc.

Contract No.: 23-24-75-07

Based on a representative sample of new enrollees into CETA, presents data on selected demographic and socio-economic characteristics of new enrollees into adult-oriented CETA programs, with breakdowns for each major type of program activity.

C. CETA Participants' Post-program Experience

1. CLMS Follow-Up Report No. 3: Experiences in the First Two Postprogram Years, with Pre/Post Comparisons, for Terminees Who Entered CETA During January-June 1975 (36 Months After Entry).

Westat, Inc.

Contract No.: 23-24-75-07

NTIS Order No.: PB 81-209-397

Presents data on two years' post-program employment and earnings experience of January-June 1975 entrants to CETA decentralized programs, and provides some comparisons with their pre-program experience.

2. CLMS Follow-Up Report No. 4.: Multivariate Analysis: 36 Month Follow-Up of Terminees Who Entered CETA During January-June 1975.

Westat, Inc.

Contract No.: 23-24-75-07

NTIS Order No.: PB 81-246-621

This report goes beyond the cross-tabulation analyses of CLMS Follow-Up No. 3 to explore through multivariate analyses what program and personal factors are associated with earnings changes of CETA participants over time.

3. An Analysis of Two Year Post-program Earnings Paths of CETA Participants Using the Early CLMS Cohorts (January 1975-June 1975 Entry).

College of William and Mary

Grant No.: 24-51-79-02

NTIS Order No.: PB 81-155-525

This analysis explores the earnings paths of a 1975 group of CETA enrollees. Using a pooled cross-section/time series data structure and multiple regression, it examines earnings patterns from the fourth quarter prior to entry through the eighth quarter after termination.

D. Private Sector Initiatives

1. A Formative Evaluation of the Private Sector Initiative Program: Report No. 4

Ohio State University Research Foundation

Grant No.: 24-39-79-01

NTIS Order No.: PB 81-153-454

This fourth report of a continuing study presents the findings of field evaluation of PSIP development in a sample of 25 CETA prime sponsors, covering the period through June 1980.

2. A Formative Evaluation of the Private Sector Initiative Program: Report No. 5

Ohio State University Research Foundation

Grant No.: 24-39-79-01

NTIS Order No.: PB 81-153-462

This fifth report, in a series that evaluates implementation of the CETA Title VII PSIP program, covers observations at 25 sample sites through late 1980. It provides an initial assessment of the Private Industry Councils and develops indicators which it uses to rate progress of the sample sites in launching of PSIP operations.

3. A Formative Evaluation of the Private Sector Initiative Program: Report No. 6

Ohio State University Foundation

NTIS Order No.: PB 81-243-818

This sixth report, in a series that evaluates implementation of the CETA Title VII PSIP program, covers observations at 25 sample sites through March 1981. It seeks to (1) identify the principal goals being pursued locally and their degree of accomplishment, (2) classify the types of activities, efforts to market PSIP, and the criteria used to choose projects and deliverers, (3) rate progress on

specific outcomes -- stimulation of business participation, influence on the overall CETA system, and results for PSIP participants, and (4) assess the functioning of the PSIP Private Industry Councils.

4. The Implementation of the Targeted Jobs Tax Credit: Report No. 1

Ohio State University Research Foundation

Grant No.: 24-39-79-01

NTIS Order No.: PB 81-161-838

This is the first report in a series that evaluates local administration of the Targeted Jobs Tax Credit (TJTC) on the basis of a field study of 25 sites. It finds that most local staffs of the principal administering agencies -- Employment Service offices and CETA sponsors -- were largely skeptical about the tax credit approach and reluctant to use it extensively as a placement aid, for reasons which include: (1) newness of the tax credit idea, (2) concern about windfalls for employers, (3) the workload involved in eligibility determination, without special funding and what are seen as little positive results, and (4) absence of incentives to promote use of the credit.

5. The Implementation of the Targeted Jobs Tax Credit: Report No. 2

Ohio State University Research Foundation

Grant No.: 24-39-70-01

NTIS Order No.: PB 81-162-398

This second report in a series that evaluates local administration of TJTC, covers observations at 25 sample sites through October 1980. It analyzes various reasons why employers responded only weakly to the tax credit incentive to hire from the targeted groups.

6. The Implementation of the Targeted Jobs Tax Credit: Report No. 3

Ohio State University Research Foundation

Grant No.: 24-39-79-01

NTIS Order No.: PB 81-241-580

This third report in a series that evaluates local administration of the TJTC, covers development at 25 sites through March 1981. The basic findings are that TJTC has not been used as generally expected. Many Job Service offices and CETA sponsors remained skeptical of TJTC; relatively little use was made by eligible job seekers of a TJTC voucher to help their job search; and most employers who drew on TJTC did so by getting retroactive certifications of employees hired earlier rather than by seeking TJTC new hires. The report also examines reasons for the generally limited employer response to availability of the tax credit.

E. Effects of the 1978 CETA Amendments

1. The CETA Experience: 1978-1980 - A Preliminary Report

Bureau of Social Science Research, Inc.

Grant No.: 24-11-80-01

NTIS Order No.: PB 81-243-834

The report on effects of the CETA 1978 amendments is based largely on field reviews of a sample of 28 prime sponsors conducted in late 1980, about 18 months after the CETA amendments became effective. It focuses particularly on experiences with changes in the public service employment (PSE) programs, but also examines some aspects of CETA management, service delivery systems, and the role of organized labor.

2. Public Service Employment in Fiscal Year 1980

Princeton University

Contract No.: 23-34-79-03

NTIS Order No.: PB 82-130-600

This report examines effects of the CETA 1978 changes in the public service employment (PSE) program, on the basis of field analyses of 42 local government jurisdictions. It focuses particularly on local-Federal relations, on how local governments adapted their PSE activities in light of the revised CETA requirements, and on the extent of displacement or substitution (use of Federal funds to substitute for local funding of public jobs rather than to create jobs that would not otherwise be funded).

F. Impact of Job Corps

1. Evaluation of the Economic Impact of the Job Corps Program: Second Followup Report

Mathematica Policy Research, Inc.

Contract No.: 23-34-76-06

NTIS Order No.: PB 80-200-991

Based on data gathered on the experience of a sample of 1977 Job Corps participants for up to two years after they left the program, as compared to experience of a comparable group of disadvantaged youth not in the program, the evaluation finds (1) that participants benefit substantially from the program and (2) the economic benefits to society in dollar terms are greater than costs of the program.

G. Job Service

1. Evaluation of the ES Job Information Service (JIS)

Juarez and Associates, Inc.

Contract No.: 23-06078-T1

NTIS No.: PB 81-123-143

An evaluation of the "self-service" activity, the Job Information Service (JIS), run by many local offices of the Job Service system. The report provides data on the characteristics of JIS installations, indicates the wide diversity in the way local offices put the "self-service" concept into practice, and concludes that there is no clear "best" approach suited for all offices. It identifies factors to be considered by local offices in working out specific details for their JIS activity.

2. Evaluation of the ES' Job Service Improvement Program (JSIP)

Juarez and Associates, Inc.

Contract No.: 23-06-79-05

NTIS Order No.: PB 81-243-743

This report on the Job Service Improvement Program (JSIP), which establishes employer advisory committees to help improve the Job Service and increase its use by area employers, highlights the variety of approaches in the use of such employer committees.

3. Study of Data Methodology to Improve Validation of the U.S. Employment Service ESARS System

Abt Associates, Inc.

Contract No.: 23-25-79-01

NTIS Order No.: PB 81-246-605

The report examines practices and potential improvements in methods for validating data of the Employment Service Automated Reporting System (ESARS). Prominent among these is more use of sampling for validation, development of estimates of statewide and national placement reporting errors, and putting statewide outside verification surveys on an annual basis, using procedures outlined in the ESARS Handbook with additional followup to reconcile questionable cases.

H. Other Evaluation Reports

1. "Getting There" - A Case Study of the Lives, Employment Preparation and Prospects of Participants in Youth Employment Programs

National Council on Employment Policy

Contract No.: 23-11-77-06

NTIS Order No.: PB 81-155-277

This is a description and analysis of the lives and views of 32 participants in CETA youth employment programs, as drawn from unstructured interviews over an 8-month period about their family, community, and school experiences, their aspirations, and their perceptions about participation in the programs and its effects on their personal and career development. It illustrates the complexity of formative influences which interact to shape youth employment histories and prospects.

2. Case Studies of the Impact of Federal Aid on Major Cities

Brookings Institution

Grant No.: 23-11-77-03

City of St. Louis

NTIS Order No.: PB 80-159-783

City of Houston

NTIS Order No.: PB 80-159-221

City of Phoenix

NTIS Order No.: PB 80-159-379

City of Rochester

NTIS Order No.: PB 80-179-909

City of Chicago

NTIS Order No.: PB 81-121-139

City of Tulsa

NTIS Order No.: PB 80-159-635

City of Los Angeles

NTIS Order No.: PB 81-172-488

City of Boston

NTIS Order No.: PB 81-121-121

City of Detroit

NTIS Order No.: PB 81-240-095

A series of studies of how particular large cities have used Federal aid, with emphasis on the 1977-78 "economic stimulus" expansion of the Federal grants for public service employment, local public works, and antirecession fiscal assistance. Each of the studies traces growth and uses of Federal aid in the 1970s and seeks to respond to four types of questions: (1) To what extent have cities become dependent on Federal grants to pay for basic services? (2) Did the Economic Stimulus Program of 1977-78 help reduce unemployment? (3) Who benefits from the federally supported programs? (4) Who at the local level decides how the Federal aid money is spent?

III. Research and Evaluation Projects Sponsored by the Office of the Assistant Secretary for Policy, Evaluation and Research (ASPER)

A. Employment Standards

1. Labor Force Behavior of Married Women in Response to a Changing Labor Market

University of Wisconsin

Contract No.: J9M7-0100

An integration of theoretical, empirical-econometric and empirical data in order to explain the recent experience of trends and patterns of labor force behavior of married women.

B. Employment and Training

1. The Dynamics of Unemployment

National Bureau of Economic Research

Contract No.: J9M9-0055

An analysis that distinguishes between the "old line" and "new view" of unemployment. The "old line" sees unemployment as a major problem and believes that the appropriate labor market policy is to create jobs; the "new view" sees short unemployment spells as evidence that jobs are available and that the more appropriate policy would be to reduce the amount of wasteful job search and to undertake reform of various social programs.

C. Labor Demand and Supply

1. Harvard Project on Regulation-Work-Test Requirements

Harvard University

Contract No.: J9M9-0119

A survey of all reported work-test and availability-for-work cases that have arisen under U.I., AFDC, and other programmatic contexts, using legal, administrative, and economic analysis of appellate cases.

2. Labor Market Tightness--the Demand Side

Harvard University

Contract No.: J9M9-0220

An analysis of whether past and ongoing job vacancy surveys have produced accurate measures of the number of job openings available to those without jobs; what existing job vacancy data imply about the degree of aggregate labor market tightness; and the reasons for job vacancies where there is positive measured unemployment.

D. Macroeconomics

1. The Effects of Slow Growth and/or Recession on Wages, Prices and Labor Productivity

Joel Popkin & Company

Contract No.: J9M9-0143

A small partial macro model (in which output can be treated as exogenous) which will address questions about the economy's underlying production function and the issue of wage and/or price stickiness over the business cycle, the behavior of union and nonunion wage rates and the way those wage rates affect the overall compensation rate.

E. Occupational Safety and Health

1. Teaching Occupational Health in Medical Schools: A Proposal for Union-Based Field Education

Montefiore Hospital and Albert Einstein Medical School

Contract No.: J9M9-0155

A plan for bringing together workers in high health hazard environments and medical students supervised by faculty members to develop information about specific health risks in the workplace.

2. Byssinosis in Cotton Textile Workers

Yale University

Contract No.: J9M8-0168

A follow-up survey of cotton textile worker cohort which included information on medical condition, objective tests of disability, and compensation sought and received.

3. Definition of Occupational Diseases

Zoe Clayson

Contract No.: B9M0-0535

A list of hazerdous substances prioritized by the number of workers exposed and the severity of the outcomes. The report describes and analyzes available data on exposed workers and develops a plan for filing data gaps in mortality and morbidity data.

F. Quality of Work

1. The Quality of Worklife of Teachers

University of Michigan

Contract No.: J9M9-0124

A theory-based and policy-relevant report about the quality of worklife of teachers, using the Quality of Employment Surveys.

2. Worker Participation and Influence in the Workplace

University of Michigan

Contract No.: J9M9-0184

A report which examines workers' desire for participation in workplace decisions, the kinds and degree of participation now existing in American industry, and the attitudinal and behavioral correlates of participatory experience. Findings are based on the 1977 Quality of Employment Surveys.

G. Unemployment Insurance

1. Examination of State Unemployment Insurance Replacement Rates

Urban Institute

Contract No.: J9M8-0179

This study was a large-scale microsimulation model to assess replacement rates (the ratio of benefits to wage losses) in State Unemployment Insurance. The project concentrates on benefits in 1980 and assumes the unemployment rate to be 7.8 percent.

2. Microsimulation Model for Simulating Unemployment Insurance Benefits for 1979

Urban Institute

Contract No.: J9M0-0187

A 1979 version of a microsimulation model of the Unemployment Insurance System which will allow comparison with the 1979 Continuous Wage and Benefit History data and possible redesign of the model for use with these data.

3. The Effects of Unemployment Insurance Administrative Screening on Claimants' Job Search

Center for Naval Analysis

Contract No.: J9M9-0182

An analysis that uses data from the Arizona Continuous Wage and Benefit History to determine the extent to which current screening procedures achieve the objectives of the Unemployment Insurance system.

4. Comparing the Urban Institute U.I. Simulation Results with CWBH and California Data

Alex Maurizi Associates

Contract No.: J9M0-0142

This study examines major elements of the U.I. simulation model developed by the Urban Institute, namely worker base period earnings before taxes, monetary eligibility, worker U.I. benefits, and the replacement rate.

H. Welfare Reform

1. Math Model Subscription

Contract Nos.. J9M0-0095 and J9M1-0040

This project uses a model developed by Mathematica Policy Research (Microanalysis of Transfers to Households--MATH) to provide estimates of the budget cost and distribution impact of current and proposed welfare reform programs.

I. Youth

1. An Economic Analysis of Patterns and Trends in Youth Unemployment

National Bureau of Economic Research

Contract No.: J9M8-0043

An analysis of the trends and characteristics of the youth unemployment problem to (1) evaluate the importance of various supply and demand factors in the determination of the high and increasing rates of unemployment among young workers and (2) to determine the micro-economic factors that affect the rate of unemployment of young workers.

2. Economic and Social Significance of Youth Unemployment

Urban Institute

Contract No.: J9M8-0128

The report includes (1) a summary paper on recent shifts in the demand for urban teenagers, (2) tabulations from the CPS estimating the costs in unemployment compensation and lost productivity from teenage employment, (3) tabulations from PSID data analyzing the work experience of young adults, and (4) a summary paper on alternative definitions of the universe of need for employment programs for young adults.

J. Other

1. ASPER R & E Compendium

Akipan

Contract No.: J9M9-0096

A compendium of ASPER's completed projects covering 1971-1978.